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ANNUAL REPORT OF THE ADMINISTRATOR FOR 1992 AND PROGRAMME-LEVEL ACTIVITIES

Women in development

Report of the Administrator

SUMMARY

The Governing Council, in its decision 90/19 of 22 June 1990, requested the Administrator to report on a triennial basis, beginning in 1993, on progress made from the 1990 baseline in implementing its women-in-development mandate. In its decision 91/8 of 25 June 1991, the Council requested the Administrator to report on measures taken to intensify gender training, inter-agency collaboration, and national capacity-building in women in development (WID).

In updating the 1990 baseline, it was found that about two thirds of the fifth cycle country programmes so far approved have expressed some commitment to WID issues. In the majority of these programmes, WID issues will be selectively addressed in one or two programme priority areas.

In 1992, the Action Committee approved a Special Programme Resources (SPR) programming document for building national capacities in WID. The document was circulated to UNDP field offices to enable them to begin accessing SPR funds in early 1993. Cooperation with other United Nations specialized agencies improved substantially in 1992. A new gender-training strategy and methodology is under preparation with the Food and Agriculture Organization of the United Nations and the Economic Development Institute of the World Bank and a pilot project to promote gender-disaggregated statistics is envisaged with Joint Consultative Group on Policy agencies.

I. INTRODUCTION

1. In its decision 90/19 of 22 June 1990, the Governing Council requested the Administrator to report on a triennial basis, beginning in 1993, on progress made from the 1990 baseline in implementing its women-in-development mandate. In its decision 91/8 of 25 June 1991, the Council requested the Administrator to report on measures taken to intensify and expand gender training, inter-agency collaboration, and national capacity-building in women in development (WID).

2. To update the baseline study conducted in 1990 on the inclusion of WID in fourth-cycle country programmes, a follow-up questionnaire was sent to all field offices and some headquarters units in late 1992. The present report is based on an analysis of the replies received to the questionnaire, a review of all approved country programmes for the fifth cycle, and other information made available by field offices and UNDP headquarters units.

3. The goal of WID strategy continues to be the mainstreaming of women and women's issues in all areas of programme and project activities. In this regard, UNDP has recently adopted a gender approach, which puts emphasis on socially constructed relationships between women and men. This approach addresses inequalities based on gender between women and men, minimizes the marginalization of women and their issues, and is in line with the UNDP focus on participatory approaches to development.

4. As part of this new approach and the increasing emphasis on human-centred development within UNDP, the Division for Women in Development has been renamed the Gender-in-Development Programme (GIDP).

II. FIFTH CYCLE COUNTRY PROGRAMMES (1992-1996)

5. A major part of the ongoing work of GIDP from 1990 has been to promote the mainstreaming of WID issues in the fifth-cycle country programmes. Comments on country programme advisory notes and on draft country programmes are provided by GIDP in the project appraisal committees and in the Action Committee. GIDP also assisted field offices in identifying consultants who can work directly with Resident Representatives and Governments to ensure attention to WID issues in their country programmes.

6. Compared to fourth-cycle programmes, the majority of which did not incorporate any reference to women and women's concerns, fifth-cycle programmes demonstrate substantial progress in WID. So far, about two-thirds of fifth-cycle country programmes have expressed some commitment to WID issues.

7. The degree to which WID issues are included in country programmes varies considerably. In some countries, women's issues will be systematically mainstreamed into all priority areas of the new country programmes, e.g., those for Bangladesh, Chile, Cuba, India, Gambia, Malawi, Nigeria, Papua New Guinea, Poland, Seychelles and Thailand. These country programmes make provision for the gender disaggregation of data, analysis of the situation of women and the

preparation of specific strategies to address women's concerns within priority areas.

8. In the majority of new country programmes, however, WID issues are to be selectively addressed only in one or two priority areas as described below.

9. In the Africa region, country programmes mainly address women's concerns and needs within the priority area of agriculture. The productivity of smallholder agriculture is to be increased through a variety of project interventions, including the provision of improved agricultural techniques, labour-saving technologies, credit and gender-sensitive extension services. In some countries, the development of small and medium-scale enterprises is planned to increase off-farm, income-generating opportunities and employment. In a few countries, the role of women in environmental protection will be addressed.

10. A major initiative begun during the fourth cycle by the Regional Bureau for Africa deserves particular mention in the present report. About $9 million was allocated from the regional programme for five regional projects to enhance women's participation in the areas of agriculture, credit, energy, water and sanitation and the informal sector. The Bureau is exploring ways to disseminate lessons learned from these projects so as to have maximum impact on future policy, programmes and projects in sub-Saharan Africa.

11. In the Asia and Pacific regions, there is increasing focus on improving women's economic status through vocational training, employment and income-generation in agriculture and small cottage industries. A number of country programmes promote entrepreneurial development and access to credit for women.

12. In the Latin American region, most country programmes contain specific provisions for targeting women in poverty under priority areas variously defined as human development, social development or poverty alleviation. There is an increasing use of social compensation funds as policy and financial instruments to fund projects promoting employment, access to credit, development of micro-enterprises, health, education and appropriate technology for women.

13. In the Caribbean country programmes so far approved, WID is addressed in projects dealing with agriculture, tourism, small business development and national machineries with the objectives of improving production and women's incomes, and institutional strengthening.

14. In the Arab States region, the focus is on narrowing the gap in literacy and education. Women's role in food production is also a key consideration in the growing emphasis on food security for the region. The Regional Bureau for Arab States undertook a study in 1992 to assess Arab women's participation in the agricultural sector with a view to mainstreaming WID in regional projects in the area of food security.

15. In the region for Europe and the Commonwealth of Independent States, every effort is being made to incorporate into the country programmes the particular concerns of women in countries in transition. For example, WID will be mainstreamed in all priority areas of the country programme for Poland. In

the programme for Hungary, emphasis is placed on the gender disaggregation of national statistics and the monitoring of gender disparities as economic restructuring proceeds.

16. It should be noted that field offices which mainstreamed women's concerns more effectively sought out WID technical expertise to assist them in designing specific strategies and mechanisms to ensure women's access and participation. A number of these offices also embarked on strengthening national capacities in WID through assisting women's machineries, building gender into macro-economic development plans and policies and conducting action-oriented research in areas of major concern to women. The country programmes for Nigeria, Turkey and the Seychelles provide outstanding examples of the multiple strategies that can be adopted to promote WID. In Nigeria, more than 10 per cent of the indicative planning figure (IPF) has been allocated for a major multi-purpose WID support programme. In Turkey, an innovative WID capacity-building programme has been approved that will institutionalize WID concerns in all government policies, programmes and projects. A pilot initiative has been launched in the Seychelles to increase gender sensitivity and strengthen national capacity for mainstreaming WID issues in key institutions concerned with human resources development.

III. NEW STRATEGIES AND INITIATIVES

17. Important new initiatives undertaken by GIDP in 1992 relate to gender training, national capacity-building for WID, advancement of women in UNDP, and inter-agency collaboration.

18. Gender training continues to be a key strategy for WID mainstreaming. An internal assessment has been conducted of UNDP training workshops held in the field for UNDP staff, government counterparts and United Nations specialized agency staff during 1990 and 1991. This assessment pointed to the need for increasing the coverage of field offices and updating and making the training methodology and materials more relevant.

19. In 1992, GIDP embarked upon a collaborative initiative with the WID Division of FAO and the Economic Development Institute (EDI) of the World Bank to develop a new training strategy and methodology to reach increasing numbers of government, project and United Nations system staff. The long-term goal of this programme is to increase the capacity of developing countries and the United Nations system to formulate programmes and projects that incorporate both gender and social analysis. A key component of this programme is the identification and training of increased number of gender trainers at the national and regional levels. It is hoped that this programme will lead to significantly improved collaboration with other United Nations agencies that can be increasingly associated with the programme. It is envisaged that the plan of the United Nations Development Fund for Women (UNIFEM) to strengthen regional institutions in gender training will constitute a part of the programme in Africa.

20. In approving $8 million in Special Programme Resources (SPR) for WID, the Governing Council has stressed that emphasis should be placed primarily on building national capacities in WID. An SPR programme document was approved by

the Action Committee in late 1992 and was disseminated to the field through the regional bureaux to enable field offices to present proposals for accessing SPR funds.

21. The availability of SPR resources has empowered GIDP in its relationship with field offices. These funds will permit GIDP to provide assistance to national institutions and groups in developing skills that can be drawn upon by governments, development agencies and our own field offices. Priority areas for national capacity-building include: new approaches and techniques to mainstream WID; methodologies for disaggregation of data and statistics by gender; organization of rosters of consultants with sectoral and gender expertise; building a gender constituency through the strengthening and creation of networks; and remedy-oriented research.

22. GIDP is also working together with the Division of Personnel to update the UNDP human resources policy for the advancement of women in UNDP and for the promotion of a gender-sensitive working environment. As part of this policy, efforts are being made to increase the number of women at the Professional and Senior Managerial levels at headquarters and the field. So far, 33 per cent of UNDP Professional staff are women. Women comprise about 10 per cent of senior management (ASG, D-2, D-1). There are 12 women serving as Resident Representatives and 24 women serving as Deputy Resident Representatives.

23. A WID roster of consultants with expertise in gender, technical areas and participatory methodologies has been established within GIDP. Field offices have been requested to develop local WID rosters for their use and for building regional rosters.

24. In 1992, GIDP made a concerted effort to increase its cooperation with other United Nations specialized agencies. As mentioned above, a collaborative gender training is under preparation with FAO and EDI. Within the WID subgroup programme of the Joint Consultative Group on Policy, pilot projects will be undertaken to assist Governments to collect and organize data and statistics on issues of concern to women. The United Nations Statistical Office will provide guidelines and technical support for these projects. In preparation for the Fourth World Conference on Women to be held in China in 1995, GIDP will be collaborating with the United Nations regional commissions and other regional institutions.

25. Other divisions and programmes within the Bureau for Programme, Policy and Evaluation (BPPE) have taken steps to incorporate women and women's issues into their work.

26. Within the Policy Division of BPPE, work has been carried out on (a) mainstreaming gender in the revised guidelines on the programme approach; (b) promoting the mainstreaming of gender into development policy through an action-oriented research project; (c) introducing a system for classifying projects by the six areas of focus, of which WID is one, set forth in Governing Council decision 90/34 of 23 June 1990.

27. Other SPR-funded programmes, including Urban Management, Education for All, Management Development and the Humanitarian Programme have carried out specific studies to identify how women's concerns can be effectively incorporated into their activities.

IV. ADDITIONAL MEASURES TO MAINSTREAM WOMEN-IN-DEVELOPMENT ISSUES

28. Progress has been made in promoting women and women's issues in the fifth cycle country programmes. However, there are additional measures that UNDP can take to increase the impact of its work on women's lives.

29. Resident representatives have been requested to increase emphasis on mainstreaming WID issues in country programmes and projects, to establish a more systematic WID monitoring and reporting system in the field, to establish WID task forces comprised of UNDP, United Nations and government agencies, non-governmental organizations (NGOs) and bilateral donors where appropriate, for better collaborative national WID strategies.

30. UNDP managers will assume increasing responsibility and accountability for integrating WID into UNDP programmes and projects. Regional Bureaux directors and managers of associated funds will be requested to provide an annual overview of progress they have made in (a) the advancement of women in UNDP, and (b) the mainstreaming of WID in UNDP programmes and projects.